

Message Text

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14-11
ACTION EA-10

INFO OCT-01 EUR-12 ISO-00 COA-01 DLOS-03 CG-00 DOTE-00

CIAE-00 INR-07 NSAE-00 DODE-00 SS-15 NSC-05 L-02

PA-01 USIA-06 PRS-01 SP-02 EB-07 COME-00 IO-10 FMC-01

AGR-05 AID-05 INT-05 SAJ-01 /100 W
----- 060113

R 060855Z MAR 75
FM AMEMBASSY TOKYO
TO SECSTATE WASHDC 8496
INFO AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY OTTAWA
AMEMBASSY PARIS

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E.O. 11652: N/A
TAGS: PLOS, EFIS, JA, UR
SUBJ: JAPAN'S MOVEMENT TOWARDS 12-MILE TERRITORIAL LIMIT
DECLARATION

REF: TOKYO 2800

SUMMARY: IN REACTION TO INCREASED SOVIET FISHING FLEET
ACTIVITY OFF JAPAN'S EAST COAST, GOJ IS UNDER MOUNTING
PRESSURE FROM COASTAL FISHING LOBBY AND CONCERNED DIET-
MEN TO DECLARE UNILATERALLY FOR 12-MILE TERRITORIAL LIMIT
WITHOUT WAITING FOR GENEVA LOS CONFERENCE OUTCOME. HOW-
EVER, GOJ WILL NOT CONSIDER 12-MILE DECLARATION BEFORE
GENEVA CONFERENCE ENDS. TIMELY AGREEMENTS WITH USSR ON
GEAR AND SAFETY ACCESS WOULD GREATLY ASSUAGE COASTAL
FISHING LOBBY. FAILING GEAR AGREEMENT, EMBASSY BELIEVES
PRESSURE FOR UNILATERAL 12-MILE DECLARATION LIKELY TO
PREVAIL IF GENEVA FAILS TO REACH SUBSTANTIVE AGREEMENT
ON LOS TREATY OUTLINED. END SUMMARY.

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1. FISHERIES AGENCY MARINE FISHERIES DEPT COUNCILLOR YONEZAWA TOLD EMBOFF GREATLY AUGMENTED SOVIET FISHING ACTIVITY FOR SECOND YEAR RUNNING (REFTTEL) HAS INCREASED POLITICAL PRESSURE ON GOJ BUREAUCRACY TO RECOMMEND EARLY ADOPTION OF 12-MILE TERRITORIAL SEA. PRESSURE WITHIN LDP AND IN DIET SUBSTANTIALLY GREATER THAN LAST YEAR WHEN GOJ BUREAUCRATS ASKED FISHERMEN TO ALLOW TIME FOR PROGRESS AT CARACAS. LED BY FONOFF LOS OFFICE, GOJ BUREAUCRATS STILL PRAY FOR ATTAINMENT OF LOS CONSENSUS ON TERRITORIAL SEA AND ECONOMIC ZONES, INCLUDING FREE AND UNIMPEDED PASSAGE OF STRAITS BEFORE GOJ DECLARES 12-MILE ZONE. YONEZAWA NOTED DIFFICULTY OF DEFENDING CAUTIOUS STANCES BEFORE DOMESTIC CRITICS SINCE MAJOR FISHERY TREATY PARTNERS USSR AND CHINA HAVE 12-MILE TERRITORIAL LIMIT AND US AND CANADA HAVE 12-MILE EXCLUSIVE FISHING ZONES.

2. GOJ POLICY STATEMENTS ON 12-MILE ZONE HAVE RECEIVED MAJOR PRESS PLAY SINCE FEB 13 LDP FISHERIES COMMITTEE MEETING AT WHICH COASTAL FISHING LOBBY PRESSED GOJ BUREAUCRATS FOR CONCRETE MEASURES AGAINST DISRUPTIVE SOVIET FISHERIES FLEET ACTIVITY, INCLUDING CALL FOR IMMEDIATE UNILATERAL 12-MILE TERRITORIAL SEA DECLARATION BY SOME INDUSTRY REPRESENTATIVES AND DIETMEN. FONOFF LOS DIRGEN SUGIHARA AND FISHERIES AGENCY DIR UCHIMURA ARGUED THAT GOJ SHOULD AWAIT HOPED FOR ACHIEVEMENT OF GENERAL AGREEMENT AT GENEVA BEFORE MAKING DECLARATION. SUGIHARA NOTED COMPLEXITY OF LOS ISSUES AND REITERATED THAT GOJ WANTS FREE AND UNIMPEDED STRAITS PASSAGE ISSUE TO BE RESOLVED IN PACKAGE WITH 12-MILE TERRITORIAL SEA AND 200-MILE ECONOMIC ZONE. LDP FISHERIES COMMITTEE RECOMMENDED PARTY LEADERS STUDY 12-MILE LIMIT DECLARATION WITH VIEW TOWARD EARLY IMPLEMENTATION.

3. DURING SEVERAL DIET INTERPELLATIONS IN LATE FEB, SUGIHARA AND AGRICULTURE AND FORESTRY MINISTER ABE REPEATED THAT GOJ POSITION IS TO WAIT FOR OUTCOME OF GENEVA CONFERENCE BEFORE CONSIDERING WHEN TO MAKE 12-MILE DECLARATION AND IMPLIED THAT INTERNATIONAL CONSENSUS ON LOS OUTLINE MAY BE REACHED AT GENEVA. HOWEVER, ON FEB 28 AFTER HELICOPTER INSPECTION OF SOVIET FLEET ACTIVITIES, LIMITED OFFICIAL USE

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ABE SAID HE WOULD RECOMMEND UNILATERAL DECLARATION TO CABINET IF GENEVA FAILS TO REACH CONSENSUS. PRESS WIDELY REPORTED ABE PERSONAL RECOMMENDATION AS DEFINITIVE GOJ POLICY CHANGE, BUT YONEZAWA ASSURED EMBOFF CABINET APPROVAL HAS YET TO BE CONSIDERED.

4. YONEZAWA SAID SOVIET OFFICIALS ISHIKOV AND NIKOLONOV NOW IN TOKYO FOR USSR-JAPANESE FISHERIES TALKS HAVE

ASSURED JAPANESE COUNTERPARTS THAT USSR HOPES TO REACH AGREEMENT QUICKLY ON GEAR CONFLICT AND SAFETY ACCORD (REFTEL PARA 4). UCHIMURA WILL GO TO MOSCOW NEXT WEEK TO SEE IF AGREEMENT CAN BE SPEEDED UP. YONEZAWA SAID IN HOPEFUL TONE THAT AGREEMENT ON GEAR AND CONSERVATION ACCORD WITH USSR WOULD TAKE A LOT OF HEAT OFF POLITICALLY AND IMPROVE PROSPECTS OF CAUTIOUS GOJ REEXAMINATION OF 12-MILE LIMIT POLICY IN CASE GENEVA FAILS TO FIND BASIC ACCORD.

5. COMMENT: GOJ BUREAUCRATS APPARENTLY BELIEVE JAPAN'S FORMAL ACCESSION TO INTERNATIONAL CONSENSUS ON 12-MILE LIMIT IS ONE OF VERY FEW BARGAINING LEVERS THEY WILL POSSESS AT LOS CONFERENCE AND HAVE SUCCESSFULLY FOUGHT OFF DOMESTIC PRESSURE TO GIVE IT AWAY IN ADVANCE. UNLESS OUTCOME OF GENEVA CONFERENCE POINTS TO EARLY RESOLUTION OF 12-MILE ISSUE, BUREAUCRATS WILL HAVE NO GOOD ARGUMENT FOR FURTHER DELAY AND PRESSURES FOR UNILATERAL DECLARATION WILL PROBABLY PREVAIL. PROGRESS ON GEAR ACCORD MIGHT RELIEVE SOME PRESSURE, HOWEVER.
HODGSON

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